

April 15, 2003 CPC



STAFF'S  
REQUEST ANALYSIS  
AND  
RECOMMENDATION

03SN0235

Warren Redfern

Midlothian Magisterial District  
North line of Farnham Drive

REQUEST: Amendment to Conditional Use (Case 95SN0186) relative to architectural treatment plus Conditional Use Planned Development to permit exceptions to Ordinance requirements.

PROPOSED LAND USE:

A single family residential development containing a maximum of twenty-eight (28) dwelling units is planned.

RECOMMENDATION

Recommend approval for the following reasons:

- A. The proposed zoning and land use conforms to the Midlothian Area Community Plan which suggests the property is appropriate for a mixed use development to include office, medium density housing (seven (7) to fourteen (14) units per acre), personal services and community facilities.
- B. The proposed zoning and land uses are compatible with, and representative of, existing and anticipated area development.

(NOTES: A. CONDITIONS MAY BE IMPOSED OR THE PROPERTY OWNER MAY PROFFER CONDITIONS.

- B. IT SHOULD BE NOTED THAT THE PROFFERED CONDITIONS WERE NOT SUBMITTED AT LEAST THIRTY (30) DAYS PRIOR TO THE COMMISSION'S PUBLIC HEARING PER THE "SUGGESTED PRACTICES AND PROCEDURES." THE "PROCEDURES" SUGGEST THAT THE CASE SHOULD BE DEFERRED IF REPRESENTATIVES FROM THE AFFECTED NEIGHBORHOOD(S), STAFF AND THE COMMISSIONERS HAVE NOT HAD SUFFICIENT TIME TO EVALUATE THE AMENDMENTS. STAFF HAS HAD AN OPPORTUNITY TO THOROUGHLY REVIEW THE REVISED PROFFERS.)

### CONDITION

The Textual Statement revised March 20, 2003, shall be considered the Master Plan. (P)

### PROFFERED CONDITIONS

1. Conceptual Plan. The ultimate design of the development shall generally conform with the plan prepared by Balzer & Associates, Inc., entitled "Conceptual Plan" and dated 3-21-03. (P)

2. Architectural Treatment. The architectural treatment of all dwellings, including materials and style, shall be compatible to the elevations attached hereto and labeled as Exhibit A. (P)

(Staff Note: This condition supersedes Condition 20 of Case 95SN0186.)

3. Sidewalks. Sidewalks shall be provided on one side of all roads. The exact design, location and treatment shall be approved at the time of subdivision plan review. (P)

4. Driveways. Individual driveways shall be "hardscaped". The exact design and treatment shall be approved at the time of subdivision plan review. (P)

5. Street Trees. Street trees shall be installed. (P)

6. Landscaping. Landscaping shall be provided around the perimeter of all buildings, between buildings and driveways, within medians, and within common areas not occupied by recreational facilities or other structures. Landscaping shall comply with the requirements of the Zoning Ordinance Sections 19-516 through 19-518(f). Landscaping shall be designed to minimize the predominance of building mass and paved areas; define private spaces; and enhance the residential character of the development. The Planning Department, at the time of subdivision plan review, shall approve the landscaping plan with respect to the exact numbers, spacing, arrangement and species of plantings. (P)

7. Focal Point. A minimum of 0.3 acres of open space/recreation area, exclusive of buffers, shall be provided on the property in an area depicted on the Conceptual Plan. In addition, a minimum of 0.07 acres of area shall be provided as a “focal point” as one enters the project. Part of the focal point shall be “hardscaped” and have benches and other amenities that accommodate and facilitate gatherings. The focal point shall be developed concurrent with the first phase of residential development. The exact design and location shall be approved by the Planning Department at the time of tentative subdivision plan review. (P)
8. Buffers. Buffers required by Section 17-70 of the Subdivision Ordinance along roads shall be located within recorded open space. (P)
9. Open Space. Pedestrian access(es) shall be provided from within the development to open space areas. The exact location of such access(es) shall be approved by the Planning Department at the time of tentative subdivision plan review. (P)
10. Public Streets. All roads which accommodate general traffic circulation through the development, as determined by the Transportation Department, shall be designed and constructed to state standards and taken into the state system. This condition may be modified by the Transportation Department if it is determined that the roads or any part of such roads cannot be designed for state acceptance. For any roads which accommodate general traffic circulation through the development that are not to be a part of the state system, a plan that insures the continual maintenance of the private streets shall be submitted to, and approved by, the Transportation Department. (T)

(Staff Note: With the exception of Condition 20 of Case 95SN0186, all previous conditions of Case 95SN0186 shall remain in effect for the subject property.)

### GENERAL INFORMATION

#### Location:

North line of Farnham Drive, west of Summerfield Drive. Tax IDs 736-706-8879 and Part of 9798 and 736-707-9723 (Sheet 6).

#### Existing Zoning:

R-TH with Conditional Use

#### Size:

7.66 acres

### Existing Land Use:

Vacant

### Adjacent Zoning and Land Use:

North - C-3 with Conditional Use Planned Development; Vacant

South - R-TH with Conditional Use and R-MF with Conditional Use; Single family residential (Willesden at Stonehenge) or multi-family residential (Fairways Villas)

East - R-15 and A; Vacant

West - C-3 with Conditional Use Planned Development; Vacant

## UTILITIES

### Public Water System:

There is an existing twelve (12) inch water line extending along Farnham Drive, adjacent to this site. Use of the public water system is required by an existing condition of zoning. (Case 95SN0186, Proffered Condition 23)

### Public Wastewater System:

There is an existing eight (8) inch wastewater collector extending along the southern boundary of "Willesden at Stonehenge" that includes an eight (8) inch wastewater collector line extending north and terminating adjacent to this site. This eight (8) inch line was constructed with the intent of serving the request site and other adjacent parcels. Use of the public wastewater system is required by an existing condition of zoning. (Case 95SN0186, Proffered Condition 23)

## ENVIRONMENTAL

### Drainage and Erosion:

The property is wooded and, as such, should not be timbered without first obtaining a land disturbance permit. This will ensure that adequate erosion control measures are in place prior to any land disturbance activity (Case 95SN0186, Proffered Condition 24). The property drains south under Farnham Drive and then via storm sewer to the existing BMP located on the Stonehenge golf course property. There are currently no on- or off-site drainage or erosion problems with none anticipated after development.

## PUBLIC FACILITIES

The need for fire, school, library, park and transportation facilities is identified in the Public Facilities Plan, the Thoroughfare Plan and the Capital Improvement Program. This development will have an impact on these facilities.

### Fire Service:

The Public Facilities Plan indicates that Emergency Services calls are expected to increase forty-five (45) percent by the year 2015. Eight (8) new fire/rescue stations are recommended for construction by the year 2015 in the Plan. Based on a maximum of twenty-eight (28) dwelling units, this request will generate approximately five (5) calls for fire and emergency medical services each year. The proposed development will not result in an increase in the number of allowable dwelling units. Accordingly, there is no net increase in the impact on capital facilities.

The property is currently served by the Midlothian Fire Station, Company Number 5, and the Forest View Volunteer Rescue Squad. When the property is developed, the number of hydrants and quantity of water needed for fire protection will be evaluated during the plans review process.

### Schools:

Approximately fifteen (15) students will be generated by this development. This is an amendment to a previous case of fifty-one (51) lots.

This site lies in the Gordon Elementary School attendance zone: capacity - 725, enrollment - 655; Midlothian Middle School zone: capacity - 1,260, enrollment - 1,386; and Monacan High School zone: capacity - 1,600, enrollment - 1,644. There are currently five (5) trailers at Midlothian Middle and one (1) trailer at Monacan High. This site is in the Midlothian Magisterial District.

The proposed development will not result in an increase in the number of allowable dwelling units. Accordingly, there is no net increase in the impact on capital facilities.

### Libraries:

Consistent with Board of Supervisors policy, the impact of development on library services is assessed County-wide. Based on projected population growth, the Public Facilities Plan identifies a need for additional library space throughout the County. Even if the facility improvements that have been made since the Plan was published are taken into account, there is still an unmet need for additional library space throughout the County.

Development of this property would most likely impact the Midlothian Library. The Plan identifies a need for additional library space in this service area. The proposed

development will not result in an increase in the number of allowable dwelling units. Accordingly, there is no net increase in the impact on capital facilities.

#### Parks and Recreation:

The Public Facilities Plan identifies the need for four (4) new regional parks. In addition, there is currently a shortage of community park acreage in the County. The Plan identifies a need for 625 acres of regional park space and 116 acres of community park space by 2015. The Plan also identifies the need for neighborhood parks and special purpose parks and makes suggestions for their locations. The proposed development will not result in an increase in the number of allowable dwelling units. Accordingly, there is no net increase in the impact on capital facilities.

#### Transportation:

The applicant is requesting several exceptions to bulk and design standards of the Zoning Ordinance for development of a residential townhouse project on the property. The Zoning Ordinance for Residential Townhouse (R-TH) allows streets, within 500 feet of a public road, to be privately owned and maintained. It is staff's recommendation and it is the applicant's desire to have all streets within this project to be in the State Highway System.

The applicant has proffered a condition that all streets, which will accommodate general traffic circulation, will be designed and constructed to State (VDOT) standards and taken into the State System (Proffered Condition 10). Having these streets accepted into the State Highway System will insure their long-term maintenance. The condition allows staff to approve private streets within this residential development, if it is determined that they cannot be designed to State standards. If staff approves any private streets, the condition also requires the developer to provide a plan for their continual maintenance.

#### Financial Impact on Capital Facilities.

The proposed development will not result in an increase in the number of allowable dwelling units. Accordingly, there is no net increase in the impact on capital facilities.

### LAND USE

#### Comprehensive Plan:

Lies within the boundaries of the Midlothian Area Community Plan which suggests the property is appropriate for a mixed use development to include office, medium density housing (seven (7) to fourteen (14) units per acre) and personal services and community facilities.

### Area Development Trends:

Properties along this portion of the Midlothian Turnpike Corridor are characterized by a mix of agricultural, office and commercial zoning and land uses, transitioning to single family residences south of the corridor. It is anticipated that this land use pattern will continue. Specifically, the subject property was zoned in conjunction with adjacent properties to the north and south for a mix of office and commercial uses generally north of Farnham Drive and along Midlothian Turnpike, with higher density residential uses along Farnham Drive, transitioning to lower density single family residential uses on property to the east and south as part of the Stonehenge Subdivision development.

### Zoning History:

On November 26, 1980, the Board of Supervisors, upon a favorable recommendation by the Planning Commission, approved rezoning from Agricultural (A) to Residential (R-15) with Conditional Use Planned Development to permit cluster homes (Case 80S131). A total of 124 cluster dwelling units were planned. This case incorporated a portion of the subject property.

On October 28, 1992, the Board of Supervisors denied two (2) companion cases for rezoning and Conditional Use Planned Development (Cases 90SN0259 and 91SN0231). A mixed use development to include commercial, residential townhouse and residential single family was proposed. These cases incorporated the subject property.

On April 26, 1995, the Board of Supervisors, upon an unfavorable recommendation by the Planning Commission, approved a rezoning from Agricultural (A) and Residential (R-15) to Residential Townhouse (R-TH) with Conditional Use to permit detached and attached dwelling units; Residential Multi-family (R-MF) with Conditional Use Planned Development to permit detached and attached dwelling units plus exceptions to R-MF development standards; Corporate Office (O-2); Corporate Office (O-2) with Conditional Use to permit commercial use exceptions; and Community Business (C-3) (Case 95SN0186). The subject property was included in the Residential Townhouse (R-TH) portion of this request. Within the R-TH portion of the project, no more than fifty-one (51) dwelling units were permitted. Other conditions included architectural treatment, dwelling size, utilities, buffers, drainage and erosion and sedimentation controls and a cash proffer to address impacts on capital facilities.

On April 22, 1998, the Board of Supervisors, upon a favorable recommendation by the Planning Commission, approved a Conditional Use Planned Development and an amendment to Case 95SN0186 on 6.4 acres zoned Residential Townhouse (R-TH) with Conditional Use to permit an adult day care, bulk exceptions and exceptions to a proffered condition relative to architectural requirements and an amendment to Case 95SN0186 on 16.6 acres zoned Residential Multi-family (R-MF) with Conditional Use Planned Development to permit bulk exceptions and exceptions to a proffered condition relative to architectural requirements (Case 98SN0123). This request affected parcels along the south

line of Farnham Drive, directly across from the subject property. This request permitted a development of single family units on small lots within the R-TH portion of the request subject to conditions affecting architectural treatment, conceptual layout, garage door orientation, landscaping, street trees and buffered setbacks adjacent to the R-15 development to the east. Subsequent to this approval, the development of Willesden at Stonehenge was recorded, consisting of twenty-three (23) lots. A maximum of twenty-eight (28) of the original fifty-one (51) Residential Townhouse lots approved with Case 95SN0186 remained to be recorded on the property that is the subject of the current application.

On February 27, 2002, the Board of Supervisors, upon a favorable recommendation by the Planning Commission, approved an amendment to Case 98SN0123 to delete garage door design conditions on property along the south line of Farnham Drive, directly across from the subject property, affecting the developments of Willesden at Stonehenge and Fairways Villas. (Case 02SN0161)

#### Site Design:

The Conceptual Plan, which is intended to provide a general guideline for development of this project, has been included in this application (Proffered Condition 1). The Conceptual Plan includes lot orientation, road configuration, buffers and the location of open space and a development focal point. The Plan depicts twenty-two (22) of the permitted twenty-eight (28) lots. Access to the development is provided from Farnham Drive and Farnham Circle.

#### Architectural Treatment:

Conditions of Case 95SN0186 required an architectural appearance that was traditional, colonial style with brick and frame facades similar to the Westham Green Community on Ridge Road in Henrico County (Condition 20). The applicant has requested that this condition be deleted and has proffered that the architectural appearance of the dwelling units will be similar to those depicted in the elevations submitted with the application (Exhibit A). Proposed building materials will consist of brick veneer and beaded vinyl siding (Proffered Condition 2).

Condition 17 of Case 95SN0186 requires a minimum first floor area of 1,000 square feet for each dwelling unit.

#### Building Setbacks and Design:

Except as modified by this request, development must conform to the bulk requirements established in the Zoning Ordinance for the Residential Townhouse (R-TH) District. The applicant has requested exceptions to several of these standards, as noted in the Textual Statement submitted with this application. These Ordinance standards were designed to address a typical, suburban high-density residential project. The majority of these



exceptions will allow flexibility in site design to accommodate a cluster residential project that has a character more in keeping with a single family detached unit layout versus the standard townhouse row design. These exceptions are consistent with those granted for the adjacent cluster residential development recorded as Willesden at Stonehenge.

#### Buffers:

Condition 1 of Case 95SN0186 requires the maintenance of twenty-five (25) foot buffer along the northern boundary of, and within the subject property. A seventy-five (75) foot buffer is required along the southern boundary of, and within the adjacent Community Commercial (C-3) tract for a total of a 100 foot buffer between the proposed residential and commercial uses.

Adjacent property to the east is zoned Residential (R-15). The Zoning Ordinance requires a fifty (50) foot buffer along the eastern property boundary within the subject property between Residential Townhouse (R-TH) and Residential (R-15) Districts. Consistent with conditions imposed upon the Willesden development to the south, the applicant has requested that this buffer be reduced to twenty-five (25) feet within a fifty (50) foot setback. (Textual Statement Item f.)

The Subdivision Ordinance requires that thirty-five (35) foot buffers be maintained along Farnham Drive and Farnham Circle which serve as residential collector streets. These buffers may be included within the boundaries of individual lots. It has been staff's experience that individual homeowners tend to clear these areas resulting in a zoning violation on that individual lot. To preserve the integrity of these buffers, the applicant has proffered that these areas be included in open space, thereby becoming the responsibility of the homeowners' association. (Proffered Condition 8)

#### Recreation and Open Space:

The Zoning Ordinance requires that not less than twenty (20) percent of the total gross acreage for a townhouse project be provided in common open area, exclusive of driveways, parking areas and recreational areas. Further, a minimum of ten (10) percent of the gross acreage must be devoted to recreational use, with a minimum provision of 1.5 acres. The applicant proposes a minimum of 0.3 acres of open space/recreation, exclusive of buffers. A 0.07 acre portion of this open space/recreation area will be located so as to provide a "focal point" as one enters the project, as depicted on the Conceptual Plan. This area will be hardscaped with benches and other amenities to facilitate the gathering of residents. This "focal point" acreage is smaller than the standard 0.75 acres typically approved for cluster residential projects. However, at the time the adjacent cluster development of Willesden was zoned, cluster development standards had not yet evolved to include the provision of a project focal point. Given this consideration, the provision of a focal point as proffered is acceptable.

Although this recreational provision is less than the 1.5 acre minimum, as an age-restricted project, the demand for “active” recreation space is not as great as a typical high density residential project. Further, in addition to the open space provided along Farnham Drive, as previously noted, required buffers along Farnham Drive and Circle will be recorded as open space areas. (Proffered Condition 8)

#### Sidewalks and Pedestrian Paths:

The applicant has agreed to provide sidewalks along one side of all roads (Proffered Condition 3). In addition, pedestrian connections will also be provided from within the project to open space areas (Proffered Condition 9). Typical cluster standards require sidewalks along both sides of all roads within the development. However, at the time the adjacent cluster development of Willesden was zoned, cluster development standards had not yet evolved to include the provision of sidewalks on both sides of all roads. Given this consideration, the provision of sidewalks as proffered is acceptable.

#### Landscaping and Driveways:

Street trees and landscaping should be provided to enhance the residential appeal of the townhouse development, define private spaces and minimize the predominance of building mass and paved areas. The applicant proposes that street trees be planted along each side of the interior roads and drives to include the entrance road from Hull Street Road into this development. Landscaping is to be installed around the perimeter of all buildings, between buildings and driveways, within medians and within common spaces not occupied by recreational facilities. (Proffered Conditions 5 and 6)

All driveways will be “hardscaped”. (Proffered Condition 4)

#### Garage Door Orientation:

To minimize the visual predominance of garage doors along the streetscape, typical cluster standards minimize the number of garage doors oriented to roads. Although this application fails to address this standard, it should be noted that relief was granted to both the cluster residential and multifamily residential developments adjacent to this project (Willessden and Fairways Villas) to permit garage door orientation towards roads. As a result, maintaining this design standard for the subject property would have a minimal impact upon the overall streetscape along this residential corridor.

### CONCLUSIONS

The proposed zoning and land use conforms to the Midlothian Area Community Plan which suggests the property is appropriate for a mixed use development to include office, medium density housing (seven (7) to fourteen (14) units per acre) and personal services and community facilities.

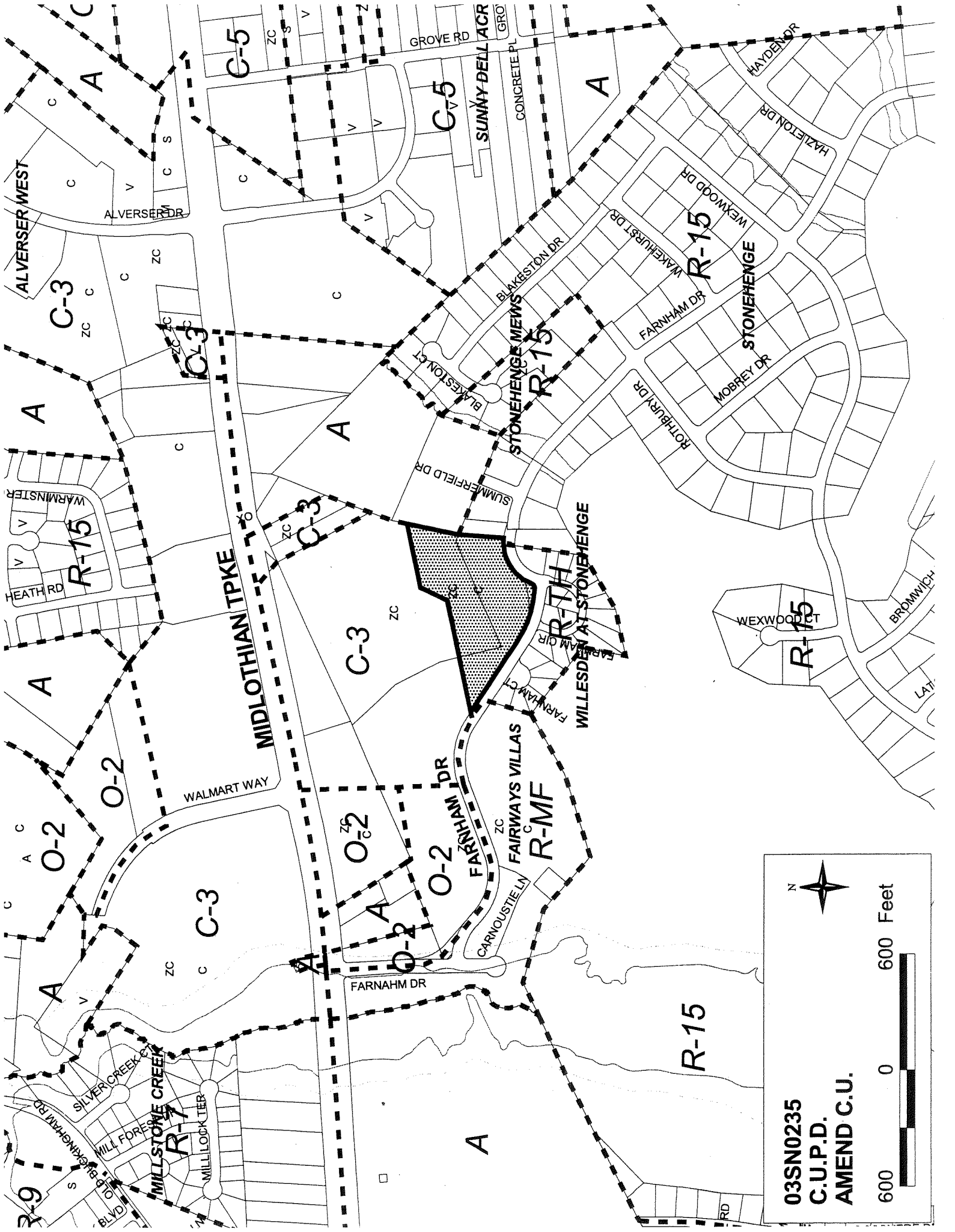
The proposed zoning and land uses are compatible with, and representative of, existing and anticipated area development.

Given these considerations, approval of this request is recommended.

Stonehenge R-TH Phase II  
Textual Statement  
~~February 3, 2003~~  
March 20, 2003

Development shall comply with the requirements of the Zoning Ordinance for Residential Townhouse (R-TH) Districts, except as follows:

- a. Side Yard. Two side yards, one a maximum of five and one-half (5.5) feet in width, the other with a minimum of ten (10) feet in width. Among every set of three (3) dwellings adjacent to one another, there shall be a minimum of twenty (20) feet of space between at least two (2) of them.
- b. Driveway and parking areas. Concrete curbs and gutters shall not be required on private driveways and parking areas.
- c. Group or row design. Group and row design standards shall not apply.
- d. Common area. Minimum common area requirements shall not apply.
- e. Recreational area required. Minimum recreational area requirements shall not apply.
- f. Buffer adjacent to Tax ID 736-706-Part of 9798. In lieu of the required fifty (50) foot buffer along the eastern property line, a fifty (50) foot setback shall be provided from such property line. Within the first twenty-five (25) feet of the property line, a buffer shall be provided in accordance with the requirements of the Zoning Ordinance for twenty-five (25) foot buffers. A landscaping plan depicting this requirement shall be submitted to the Planning Department for approval in conjunction with the tentative subdivision review process. Sunrooms, porches, decks and patios may encroach fifteen (15) feet into the aforesaid setback.



03SN0235  
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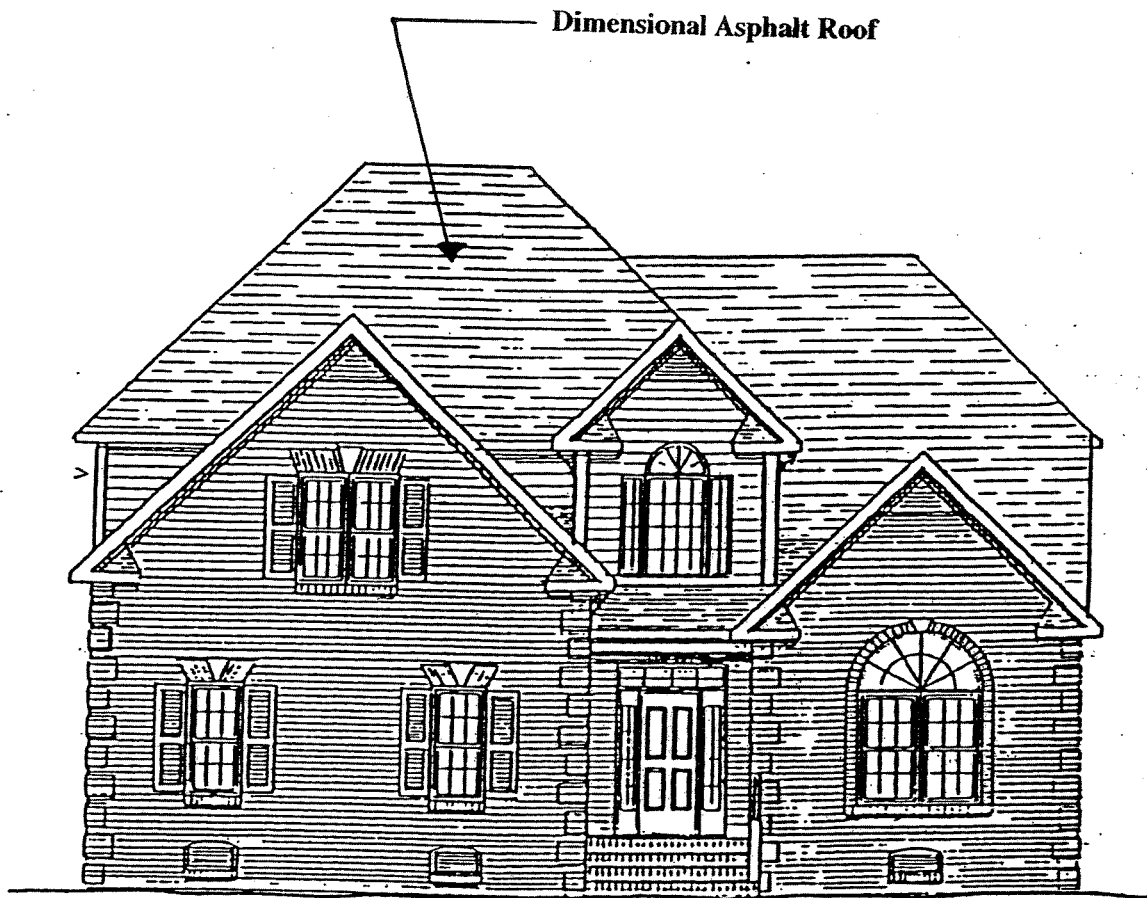
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035NO235-1

**EXHIBIT A**



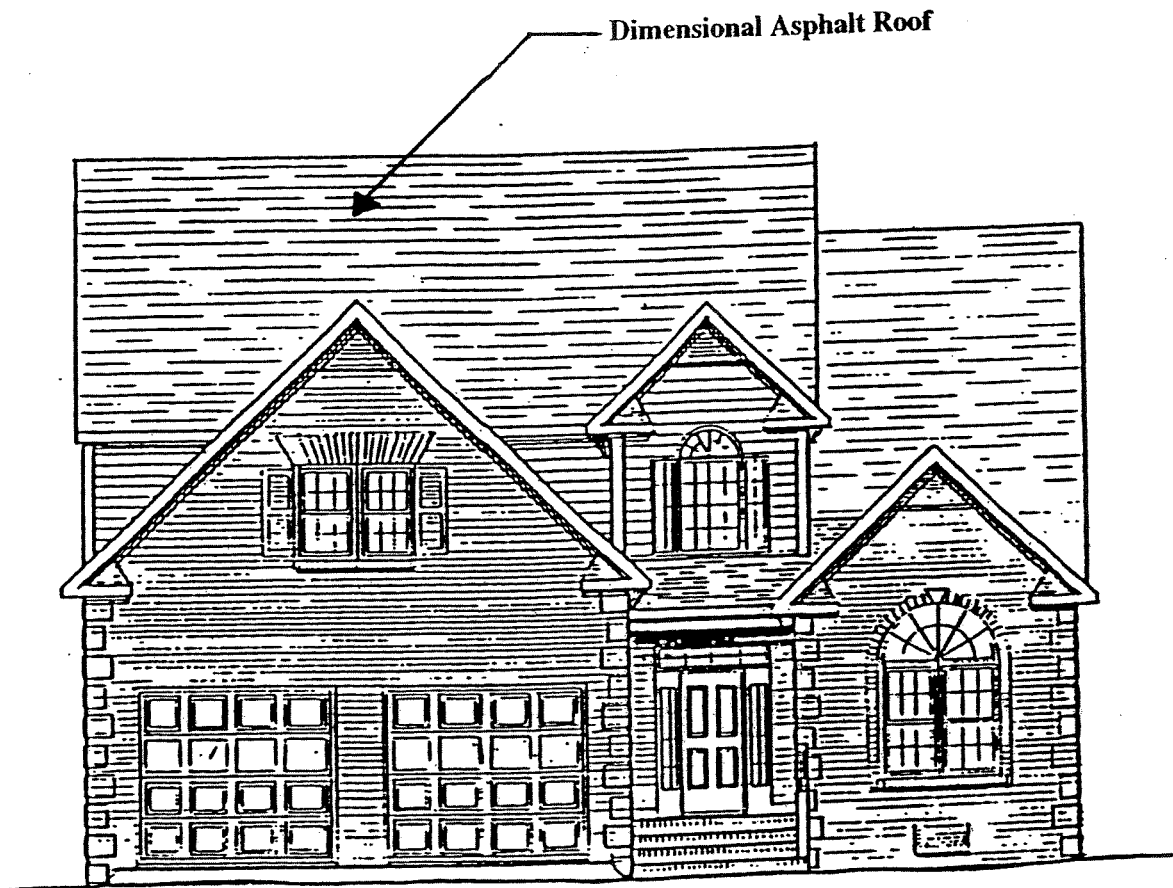
**FRONT**

**Brick on front and one side of dwelling**

**Beaded vinyl siding on opposing sides**

03SNO235-2

EXHIBIT A



FRONT

Brick on front and one side of dwelling

Beaded vinyl siding on opposing sides

035NO235-3